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The Commonwealth of Massachusetts

Massachusetts Senate

The Adult Correctional Education Program of the Massachusetts Department of Correction: A Performance Audit

Senate Committee
on Post Audit and Oversight

Senator Richard A. Kraus, Chairman

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Commonwealth of Massachusetts

MASSACHUSETTS SENATE

The Honorable William M. Bulger
President of the Senate

THE ADULT CORRECTIONAL EDUCATION PROGRAM OF THE MASSACHUSETTS DEPARTMENT OF CORRECTION: A Performance Audit (Senate 1850)

A Report of the

SENATE COMMITTEE ON POST AUDIT AND OVERSIGHT

Sen. Richard A. Kraus, Chairman

Sen. W. Paul White, Vice-Chairman
Sen. Linda J. Melconian
Sen. Paul J. Sheehy
Sen. Thomas C. Norton
Sen. Mary L. Padula

Prepared by the

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November 1990

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The Commonwealth of Massachusetts

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STEPHEN A. KLEIN
Bureau Director

November 20, 1990

Edward B. O'Neill
Clerk of the Senate
State House, Room 208
Boston, MA 02133

Dear Mr. O'Neill:

Pursuant to M.G.L. Chapter 3, Section 63 as most recently amended by Chapter 557 of the Acts of 1986, the Senate Committee on Post Audit and Oversight respectfully submits to the full Senate the following report: **"The Adult Correctional Education Program of the Massachusetts Department of Correction: A Performance Audit."**

This report is based on research by the Senate Post Audit and Oversight Bureau. This report is a formal performance audit of the state's educational programs in correctional institutions. It discusses the need for and value of prison education programs, and identifies key issues in the implementation of those programs.

Respectfully filed by the Senate Committee on Post Audit and Oversight:

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Senator Richard A. Kraus
Chairman

W. Paul White
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STEPHEN A. KLEIN
Bureau Director

EXECUTIVE SUMMARY

This report by the Senate Committee on Post Audit and Oversight presents the results of a performance audit of the state's adult correctional education programs administered by the Division of Inmate Training and Education of the Massachusetts Department of Correction.

There is a significant need for prison education. Forty-four percent of Massachusetts state prison inmates test below the seventh grade level for reading and are considered "functionally illiterate." There is increasing evidence of a positive relationship between educational programs in the prisons and recidivism. Moreover, there is evidence that increased prison education could reduce prison overcrowding. Incentives such as reducing the length of prisoners' sentences in exchange for satisfactory participation in prison education programs can help move inmates through the prison system more quickly. Increased utilization of education programs could reduce recidivism and be a means for reducing overcrowding, saving the Commonwealth at least an estimated $12 million annually.

This report reviews the state's prison education programs against thirty-one standards established by the Correctional Education Association. The audit's specific findings and recommendations are based on the system's compliance with these standards. In addition to the specific findings and recommendations, this report makes general

findings and recommendations summarized below:

1. **The Department of Correction is not adequately carrying out its obligation to educate prison inmates, especially those who are illiterate. The Department should:**

    - Make literacy a system-wide goal.
    - Implement a demonstration project for mandatory education.
    - Implement participation incentives.

2. **The organizational relationship between the Department of Correction and the Division of Inmate Training and Education within the prisons limits the effectiveness of the education programs. The Department should:**

    - Review the organizational relationship between education staff and other staff in the prisons.
    - Increase program utilization with aggressive outreach.

3. **The educational program does not accommodate the educational needs of the prison's minority population, and minorities are under-represented in the staffing of the program. The Division of Inmate Training and Education should:**

    - Develop a minority hiring and recruitment plan.
    - Expand education for non-English speaking inmates.

4. **There are substantial inequities in the adult correctional education system: the principal institution for female prisoners does not have the same number of vocational resources as the institutions for male prisoners, and the vocational education resources available to male prisoners are inappropriately distributed among institutions. The Department should:**

    - Bring vocational programs for women up to the level of vocational programs for men.
    - Re-distribute vocational resources.

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INTRODUCTION

This report by the Senate Committee on Post Audit and Oversight presents the results of a performance audit of the state's adult correctional education programs administered by the Division of Inmate Training and Education of the Massachusetts Department of Correction. The report also discusses the need for and value of prison education programs, and identifies some of the key issues facing these programs in the current political climate.

This report is divided into four sections. The first section describes the adult correctional education program in Massachusetts. The second section provides general background information about the role of education in the prisons. The third section describes the overall objective, scope and methodology of the performance audit, and provides a detailed report on the program's compliance with specific adult correctional education standards. The fourth section presents general findings about the operations of the prison education program, and identifies some of the major policy concerns suggested by the audit results.

This performance audit was conducted by the Senate Post Audit and Oversight Bureau according to generally accepted governmental auditing standards, except when otherwise noted.

SECTION ONE: CORRECTIONAL EDUCATION IN MASSACHUSETTS

Throughout Massachusetts' correctional history, prison education programs have been available for prisoners. The move towards the creation of an organized Department of Correction education and training program began under Governor Francis Sargent

with the enactment of Section 12 of Chapter 777 of the Acts of 1972. This act, called the Correctional Reform Act, was the first Massachusetts statute referring to correctional education. That provision, now Section 48 of Chapter 127 of the Massachusetts General Laws, directed the Commissioner of Correction to establish an education, training and employment program for people committed to the custody of the Department.

Although the Correctional Reform Act required the creation of formal training and education programs for prisoners, the quality and availability of courses varied from institution to institution during the 1970s. There were no standards for hiring teachers, and the budget for education came from discretionary institutional funds. Education of inmates was a Department of Correction function delegated to individual prison administrators.

In fiscal year 1979, the Department of Correction decided to centralize some functions that had previously been managed at the institution level. With the implementation of this management centralization plan, the Department created the Division of Inmate Training and Education to administer prison education programs from the Department of Correction central office.

Massachusetts Division of Inmate Training and Education

The mission of the training and education program in Massachusetts is to "provide comprehensive academic and occupational (vocational training) programs and services that will assist incarcerated adults in becoming more productive citizens upon release."[1]

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[1]Annual Report, The Division of Inmate Training and Education, February 9, 1989, p. 2.

The Division of Inmate Training and Education administrative office is located at the Longwood Treatment Facility in Jamaica Plain, Massachusetts. As of November 6, 1990, educational services are provided at thirteen prison facilities by fifty-eight academic and seventeen vocational teachers. Six colleges and universities also provide academic and degree programs at nine prison sites.

The Division offers courses that fall into three categories:

- **Academic Education Programs** -- Comprehensive individualized programs oriented to basic skills training such as General Education Development (GED), English as a Second Language (ESL), and individualized programs providing one-on-one instruction.

- **Vocational Programs** -- Basic entry-level work skills such as welding, business education and culinary arts.

- **Post-Secondary/College Programs** -- College and university courses offered by local colleges and universities at nine prison sites; funded primarily by the federal Pell Grant program.[2]

SECTION TWO: THE ROLE OF EDUCATION PROGRAMS IN THE PRISONS

For years, educators, prison administrators, and legislators have advocated for the training and educating of prison inmates. Some have looked to education programs as a better way of preventing idleness among prisoners and as a low-cost method of defusing tensions within an institution. Others have emphasized the intrinsic value of education or see prison education as a way to improve the lives of inmates. Some have seen education and training in the prisons as essential for preparing inmates for work upon release.

Moreover, researchers have examined the relationship between an inmate's educational

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[2]See Appendix A for a complete listing of courses offered.

level and the likelihood of that prisoner's repeated criminal behavior. For example, a 1988 Illinois study titled, "Correctional Education: A Way to Stay Out" found that an inmate who completes a vocational program and has a least a GED (General Equivalency Diploma) or high school level of education is more likely to secure employment and avoid criminal activity than one who does not.

The Need for Education

Data at both the national and state levels suggest that many adult prisoners are in need of education and could benefit from education programs while incarcerated. According to statistics from the National Institute of Justice:

- Only 40 percent of all jail and prison inmates have completed high school, compared to 85 percent of the non-inmate adult population.
- A prison inmate is three times more likely to be a high school dropout than someone not incarcerated.
- Ninety percent of adults in prison will be released into the community within the next five to ten years.[3]

Data from the Massachusetts Department of Correction also suggest that the Massachusetts prison population is in need of and would benefit from educational programs:

- Forty-four percent of Massachusetts state prison inmates test below the seventh grade level for reading and are therefore considered "functionally illiterate."
- Twenty-three percent of Massachusetts state prison inmates test at the third grade reading level or less.

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[3]National Institute of Justice, Making Literacy Programs Work, Volume I: A Practical Guide for Correctional Educators, U.S. Department of Justice, 1986.

- Sixty-eight percent of all prisoners test below the seventh grade level for mathematics.[4]

These data suggest that education increases the likelihood of stable employment, and stable employment in turn increases the likelihood of staying out of prison.

The Relationship Between Education and Recidivism

Among scholars and professionals interested in prison education, there has been much discussion about the relationship between educational programs in the prisons and the tendency for prisoners to return to criminal patterns upon release from prison ("recidivism").

Although little data is available that compares recidivism rates for inmates who have been enrolled in education programs with the rates for those who have not, some studies have data that show an inverse relationship between education and recidivism.

For example, the Federal Bureau of Justice reviewed the records of 109,000 offenders released from prisons in eleven states in 1983. It found that:

- By the end of 1986, 68,000 of these ex-offenders (62 percent) had been rearrested and charged with 326,000 new felonies and misdemeanors, including 2,300 murders.
- Recidivism rates were higher for men than for women, for Blacks than for Whites, and for Hispanics than for non-Hispanics.
- Recidivism rates were higher for those who had not completed high school than for those who had graduated.[5]

In a Maryland study, the three year recidivism rate for the general prison population

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[4]From Division of Inmate Training and Education 1989 tests results for adult basic education at Massachusetts Correction Institution at Concord.

[5]Contact Center, Inc., Corrections Compendium, March 1989, p. 9.

was 48 percent, but the recidivism rate for prisoners who participated in the prison industries/junior college program was 24 percent. Also, a survey of parole agents in Maryland suggested that the more an inmate was educated, the more employable he or she was.[6]

In a preliminary study by the Florida Department of Education, the eighteen month recidivism rate for the general inmate population was 34 percent, while the recidivism rate for inmates who participated in education programs was 7 percent.[7]

The most recent recidivism data available from the Massachusetts Department of Correction include statistics on the background and the recidivism rates for 2,859 persons released from Massachusetts correctional institutions during 1987. This report defines a recidivist as an inmate released during 1987 and re-incarcerated for at least thirty days within one year. According to this study, the recidivism rate for 1987 was 792 out of 2,859 inmates, or 28 percent.[8]

Based on the data provided in this study we determined:

- The recidivism rate for inmates with a prior work history of at least two continuous years was 16 percent.
- The recidivism rate for inmates with a work history of less than two continuous calendar years was 32 percent.

These data suggest not only a relationship between work history and recidivism, but also a relationship between education and recidivism.

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[6]Telephone interview with a Maryland Correction official, September, 1990.

[7]Telephone interview with a Florida Correction official, September, 1990.

[8]Lisa Lorant, "Statistical Tables Describing the Background Characteristics and Recidivism Rates for Releases from Massachusetts Correctional Institutions During 1987," August 1990.

The Benefit of Reducing Recidivism in Massachusetts

If the state were to invest sufficiently in educating its prisoners, it might improve the work experiences of inmates released from prison and thereby reduce recidivism. To determine just how worthwhile that effort could be, we estimated the direct costs to the Commonwealth of recidivism resulting from low levels of education. First, we assumed that there is a positive relationship between a person's level of education and the ability to maintain stable employment. Second, we assumed that there is an inverse relationship between stable employment and recidivism rates. Third, we assumed that there is a one-to-one relationship between decreased recidivism and total decreases in the prison population.

These calculations suggest that if participation in education programs in Massachusetts only reduced the one year recidivism rate from 28 percent to 25 percent, 85 fewer inmates would re-enter prison. According to the Department of Correction, the average annual cost of incarceration for a prisoner is $23,500[9] and the average length of incarceration for a prisoner is 2.2 years.[10] We computed that if the state supported 85 fewer inmates for an average of 2.2 years each at a savings of $23,500 per year, the state could save $4.4 million annually.

The Relationship Between Education and Overcrowding

Prison overcrowding is the number one problem currently facing the Massachusetts

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[9]Fiscal year 1990 average cost information was taken from an undated Department of Correction research staff memorandum that documents average inmate costs for the fiscal years 1988, 1989, and 1990.

[10]Lisa Lorant, "A Statistical Description of Releases From Massachusetts Correctional Institutions During 1987," March 1989.

Department of Correction. At a time when the siting and building of new jails and prisons is difficult for both financial and political reasons, it is important to consider all reasonable methods of reducing overcrowding. Having inmates participate in education programs may be one way of reducing overcrowding.

For example, some states mandate participation in education programs, and then offer "good time" to prisoners whose performance is satisfactory. In effect, accumulated "good time" can reduce the length of a prisoner's sentence. In Massachusetts, inmates are given 2.5 days "good time" per month for satisfactory participation in education programs.

Other states have been more aggressive in their use of "good time" incentives. Maryland, for example, has a program mandating that inmates testing below the eighth grade level must participate in education programs. These inmates are paid for their participation, and receive ten days of "good time" per month. This program has been successful in that approximately 85 percent of the inmates remain in the program after they have completed their mandatory participation and have had their sentences reduced.[11]

The Fiscal Benefit of Mandatory Education with Incentives

If Massachusetts, like Maryland, were to implement a mandatory education program with incentives for the inmates to participate, it could reduce its prison population and realize certain savings. Had a program been in effect in 1989, approximately 950 inmates in Massachusetts prisons who tested below the seventh grade[12] would have been

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[11]The Council of State Governments, Innovations, October 1988, p. 6.

[12]Based on 1989 test scores for the Test of Adult Basic Education, Massachusetts Department of Correction.

mandated to participate. If 85 percent of these students remained in the program after their mandatory participation, 807 students would remain. These 807 students would receive an additional 7.5 "good time" days per month above what they currently receive for their participation in education programs. If fully taken advantage of, this accumulated "good time" would reduce the 2.2 year average sentence to 1.5 years. With the cost of incarceration averaging $23,500 per year, the state could save $8.14 million and have a rational method of reducing overcrowding.

The formal performance audit that follows reviews these and other issues in the Massachusetts correctional educational system. The findings and recommendations that are part of this audit examine the current system of adult correctional education and should serve as a guide for those who are interested in strengthening prison education.

SECTION THREE: AUDIT OBJECTIVE, SCOPE AND METHODOLOGY

Audit Objective

The primary objective of this performance audit is to evaluate whether the Division of Inmate Training and Education ("the Division") in the Massachusetts Department of Correction is in compliance with the thirty-one national inmate education and training standards developed by the Correctional Education Association (CEA).[13]

[13]Standards for Adult and Juvenile Correctional Education Programs, Correctional Education Association, Laurel, MD, 1988.

Audit Scope

This audit assessed overall operations of the Division by reviewing data from the central office. To study actual program functioning, we carried out extensive reviews at five state adult correctional institutions where the Division administers and conducts academic and vocational education programs. We selected prisons that house close to 49 percent of all prisoners (3,923 prisoners as of August 20, 1990). These prisons also absorb almost half of the Division's education resources, and provide a cross-section of the different levels of prison security.

The five Massachusetts Correction Institutions (MCI) reviewed in depth in the audit are:

- MCI Shirley (minimum security men's prison)
- MCI Concord (medium security men's prison)
- MCI Norfolk (medium security men's prison)
- MCI Cedar Junction (maximum security men's prison)
- MCI Framingham (medium/maximum security women's prison)

This audit of the Division's performance occurred between September 1989 and September 1990.

Audit Methodology

This audit was conducted in three phases. The first phase of the audit consisted of researching the principal issues in the field of prison-based education programs. We conducted library research and interviewed local and national prison education experts.

During the second phase of the audit, we interviewed the Director of the Division and

his staff at the central office of the Division of Inmate Training and Education in the Longwood Treatment facility in Jamaica Plain, Massachusetts.

The third phase of the audit consisted of on-site visits to the five selected state prisons. We spent two days at each prison, and toured the facilities including the cell blocks, segregation units and other living quarters. We interviewed prison superintendents, school principals, teachers, treatment directors, counselors and inmates. We observed education classes and program orientations, and reviewed the educational files of several inmates participating in the program.

Adult Correctional Education Standards

This audit is built around thirty-one standards developed by correctional educators under the auspices of the Correctional Education Association (CEA). According to the CEA, the **Standards for Adult and Juvenile Correctional Education Programs** were established in 1988 as a tool for self-evaluation and goal-setting for corrections administrators.

The Correctional Education Association has provided these standards for state agencies to evaluate their own correctional education programs and to identify their own strengths and weaknesses. The standards allow for a review of correctional education at individual institutions and also across the entire state prison system.

The standards are divided into four categories: administration standards, staff standards, student standards, and program standards. Although these standards do not have the weight of law or regulation, they are nationally recognized guidelines for correctional education program administration. Officials at the Department of Correction and the Division of Inmate Training and Education acknowledged that

these guidelines would be appropriate for the purposes of this review.[14]

Review Results

This performance audit applies each of the thirty-one correctional education standards to the operations of the Division of Inmate Training and Education. The review is organized in the following manner: statement of the standard; finding(s); discussion about the "condition" or status of the program; and recommendation(s). Consistent with generally accepted governmental auditing standards, we have reported a "finding" when the deficiency has a clear cause and effect.

ADMINISTRATION STANDARDS

1. PHILOSOPHY AND GOALS: There is a written statement describing the philosophy and goals of the system-wide correctional education program.

FINDING: The Division does not have a written description of its philosophy and goals.

The Director of the Division of Inmate Training and Education acknowledged that the adult correctional education program does not have a written statement of program philosophy and goals. However, the Director responded that the Division emphasizes academic competency, literacy skills, and the acquisition of job-oriented skills. The only written statement of the Division's philosophy is published in the annual report, which includes a general statement of the Division's mission: *"to provide comprehensive academic and occupational programs and services that will assist incarcerated adults become more productive citizens upon release."*

A written statement of the Division's correctional education philosophy and goals is important for:

1. Assuring the Legislature that the program is meeting its legislative mandate;

2. Promoting programmatic consistency for an organization that has personnel dispersed at locations across the state;

3. Serving to clarify the role of education programs within the broader mission of the Department of Correction.

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[14]The acknowledgement that these standards were appropriate for this audit was made by the Associate Commissioner for Programs and Treatment and the Director of the Division of Inmate Training and Education at a meeting on October 17, 1989.

If philosophy and goals do not exist, it is difficult to measure or conclude whether the Division is meeting its mandate and serving its constituency efficiently and effectively.

RECOMMENDATION: The Division should put into writing a detailed statement of its philosophy and goals. The Division should distribute this statement to the program's staff and students.

2. WRITTEN POLICY AND PROCEDURE: There are written policies and procedures for the operation of system-wide educational services.

FINDING: The Division has written policies and procedures, but they are not consistently distributed to new staff.

The Division has developed a set of prisoner education policies and procedures that were most recently updated in 1989. These policies and procedures have been reviewed and approved by either the Commissioner of Correction or the Associate Commissioner for Programs and Treatment. They detail the educational responsibilities of the Department of Correction. The Division's staff and the program's principals and teachers also review the policies and procedures annually.

Written policies and procedures are important for:

1. Informing new employees about program operations;

2. Ensuring consistency and clarity in program implementation;

3. Guaranteeing that students and staff are aware of the rules of program implementation.

The Division makes copies of the educational policies available to staff in the Superintendent's Central Policy File and in the prison libraries. However, new employees of the prison education program do not receive a copy of the policies and procedures when they are hired. As a result, new employees may be unaware of policies and procedures which could lead to inconsistent program implementation.

RECOMMENDATION: The Division should distribute a copy of its policies and procedures to each new employee during the course of employee orientation.

3. ORGANIZATIONAL CHART: There is an organizational chart for the educational delivery system which portrays the chain of command, the administrative units and sub-units, and the functions and activities pertaining to these.

FINDING: None.

The Division has a detailed organizational chart that includes the educational personnel assigned by the Division of Inmate Training and Education at all state prisons. The Division's organizational chart also notes the placement of responsibility for each of the academic and vocational courses offered by the program.

The post-secondary/college program offerings, however, are not placed on the

organizational chart. The participating colleges and universities largely support these courses financially and administratively, but they are not autonomous from the prison education program. According to the Director of the Division, the 1990 Annual Report will include an updated organizational chart with the post-secondary/college program offerings.

RECOMMENDATION: None.

4. BUDGET: There is a line item budget for the system-wide correctional education program and/or for each separate institutional education program administered by the chief correctional education position in the state.

FINDING: None.

The budget for the Division of Inmate Training and Education of the Department of Correction is identified in "Education Services" line item (number 4311-0009) of the state budget.

The 1989 fiscal year budget was $3.81 million, representing 1.8 percent of the Department's total budget. The fiscal year 1990 budget was $3.85 million, 1.6 percent of the Department's total budget. Mid-fiscal year 1991 budget cuts have reduced the budget to $3.30 million, approximately 1.4 percent of the Department's total budget. As of November 6, 1990, the horticulture program had been entirely eliminated (six positions), the electronics program had been eliminated at three institutions (three positions), the drafting program had been eliminated at four institutions (four positions), and two principals had been eliminated.

The Division Director develops the budget annually, with the participation of school principals and teachers and in coordination with the central office of the Department of Correction.

RECOMMENDATION: None.

5. ACCREDITATION OF PROGRAMS: All educational programs are accredited by a recognized state, regional, and/or professional accrediting body.

FINDINGS: 1) Not all of Division's educational programs or schools are accredited.

2) The Division of Inmate Training and Education has not sought overall accreditation from the Correctional Education Association (CEA).

Many of the Division's individual programs are accredited, licensed or approved by the appropriate authority, although the Division has not sought accreditation through the Correctional Education Association (CEA).

Five of the Division's schools -- MCI Shirley, MCI Gardner, MCI Lancaster, MCI Old Colony and the Bay State Correctional Center -- have received accreditation from the American Correctional Association as part of the overall accreditation received by those prisons.

According to the Associate Commissioner for Treatment and Programs, pursuing overall accreditation by the CEA would be time-consuming and expensive. The

Department would have to hire staff specifically for shepherding the Division through the accreditation process. The Associate Commissioner believes that the relative benefit of overall accreditation is questionable and that it is more appropriate to expend resources to assure that individual education programs and schools receive accreditation, licensure or approval.

As of July 1990, the following education programs have received accreditation:

- Post-secondary/College courses -- accredited through the participating colleges and universities;

- General Equivalency Diploma (GED) testing -- the Division of Inmate Training and Education is licensed by the Department of Education as a GED testing center;

- Heating, ventilation, and air conditioning (HVAC) courses -- accredited by the Massachusetts Department of Public Safety;

- Automotive repair programs -- inmates completing this program are allowed to take the Automotive Service Examination for automotive technicians;

- Special education courses -- accredited by the Massachusetts Department of Education;

- Chapter 1 basic education courses -- funded and approved by the federal government for inmates age 21 and under, Chapter 1 supplements state funded basic education programs provided by the Division;

- Barbering courses -- accredited by the Massachusetts Board of Barbers;

- Welding courses -- inmates who complete the welding program are eligible for licensing by the Massachusetts Department of Public Works;

- Oil Burner Courses--accredited by the Massachusetts Department of Public Safety.

Accreditation is important for developing and maintaining credibility for the education programs and for the Division as a whole, and therefore provides an incentive for inmates to participate in a particular course. Accreditation can also help the Division when seeking funding for the education and training programs.

Accreditation, licensure and programmatic certification also lead to improved employment opportunities for program participants upon their release from prison.

RECOMMENDATIONS: ***1) The Department of Correction should continue to pursue accreditation through the American Correctional Association (ACA) for individual prisons. When individual prisons become accredited through this process, the prison school is also accredited. The Department should continue to investigate the value of accreditation by the Correctional Education Association.***

2) The Division should continue its effort to obtain accreditation, certification or licensure for individual academic and vocational programs.

6. ANNUAL MEETING: **The administrative unit responsible for the system-wide delivery of correctional education holds a meeting, at least annually, with representation from each program area and institution, to review and revise current programs, policies and procedures and to plan for improvements, change, and growth.**

FINDING: None.

The Division of Inmate Training and Education holds division-wide meetings in September, February, and May each year. These meetings are mandatory for all staff.

The central offices of the Department of Correction and the Division of Inmate Training and Education are accessible to program staff. Teachers are allowed to participate in continuing education programs and to meet regularly with their "special interest groups," which consist of academic and vocational teachers and administrators who meet on a regular basis to discuss common issues. These "informal" education sessions serve as an opportunity for Division staff to review current programs and make recommendations to the central office for change.

RECOMMENDATION: None.

7. MAINTENANCE OF STUDENT RECORDS: **A system exists that records accurately and completely the performance and achievement of each student and that ensures students' rights to privacy and confidentiality in accordance with state and federal law. These records are accessible to staff and students.**

FINDING: The Division does not have in place a policy regulating the content or format of an inmate education file.

Regulations of the Department of Correction require that the Division keep a comprehensive educational file for each inmate, and that it be forwarded to the new institution when an inmate is transferred.

The file is created by a classification unit when the inmate enters the prison system through a Departmental classification center. The school principal or head teacher of the institution where an inmate is incarcerated is responsible for the security of the educational file and for providing access to it by the student and the teachers. After a male inmate is released from the prison system, the education file is stored at MCI Concord. For females, all records are initiated and stored at MCI Framingham.

We reviewed inmate education files at three of the five institutions we visited. All files were maintained manually, and consisted of plain manila folders with the inmate's name handwritten in pencil or ink on the outside of the folder. The file folders contained the results of tests taken by the inmate, documentation of courses taken, and any certificates of achievement received upon completion of courses of study.

We found that the contents of the files were loosely arranged and not organized in any consistent way. They were not divided chronologically, nor by type of course taken or by type of evaluation administered.

A thorough, controlled and accurate record system is essential for tracking and monitoring an inmate's educational progress, and is also essential for monitoring the

effectiveness of the education program.

The current correctional environment, however, makes maintaining an accurate filing system very difficult. Because of overcrowding, prisoners are often transferred from one facility to another on very short notice. These transfers often occur with little regard for the inmate's educational needs or standing. Frequent transfers of prisoners increase the risk that an education file or part of an education file could be separated from the prisoner. According to the Director of the Division, computerizing the filing system is not likely at this time due to budgetary restrictions, but the Division is in the process of reviewing the structure of the inmate education file.

RECOMMENDATION: ***The Division should continue to evaluate the current inmate education file system, and develop a policy to regulate the format and contents of the education files. The Department should develop a system to protect information from being misplaced when an inmate is transferred.***

8. PROGRAM EVALUATION: There is a written plan and regular time schedule for the system-wide evaluation of educational services.

FINDINGS: ***1) The Division does not have an academic program evaluation instrument in final form.***

2) The Division does not have instrument for evaluating the Post-secondary/College program.

3) The Division does not have an instrument for evaluating the vocational programs.

Department of Correction policy 441.10 requires that the education staff in the Department's central office annually review academic and vocational programs. Furthermore, the policy specifies that an outside evaluator review the programs every three years, providing funds are available.

The Division of Inmate Training and Education has developed an academic evaluation instrument that has been successfully tested at MCI Norfolk. There are two parts to the evaluation: a school self-evaluation, and an evaluation by a visiting review team. The evaluation instrument also includes a review of the school facility, finances, staff, course curricula, and student progress.

At present, the Division is putting this academic review instrument into final form prior to full system-wide implementation. According to the Director, the Division will review each prison's education program annually. The Division will use the results of the evaluation to improve the quality and efficiency of inmate academic education.

No instrument has been developed to review the Post-secondary/College and vocational programs.

RECOMMENDATIONS: ***1) The Division should implement the academic evaluation instrument as soon as possible.***

2) The evaluation instrument should include a section that evaluates Post-secondary/College programs.

3) The evaluation instrument should include a section that evaluates vocational programs.

STAFF STANDARDS

9. CHIEF CORRECTIONAL EDUCATION ADMINISTRATOR: Each correctional education system has a designated chief administrator responsible for the development, administration, operation, supervision, and evaluation of all education programs and staff.

FINDING: The chief correctional education administrator has not been included in all policy decisions affecting prison education.

The chief correctional education administrator for the Massachusetts correctional system is the Director of Inmate Training and Education. The current Director is an experienced professional educator with correction experience.

The Director has indicated that he has a strong commitment to adult and prison education programs, and a particular concern for programs that reach out to the significant minority of inmates who are functionally illiterate. He has stated that he intends to re-orient the Division towards that goal.

Our interviews with the Associate Commissioner for Programs at the Department of Correction and with the five institutional superintendents suggest that the Director of Inmate Training and Education has sufficient authority within the system to influence the direction of the prison education programs.

The Director may not, however, have very much influence within the Department in those areas that, while not directly under his supervision, affect the prison education and training program. For example, the Department recently made a decision to increase "good time" credits offered to prisoners for attending educational programs. Although "good time" credit is the primary incentive available to prison educators for attracting inmates into the academic program, this decision was made without consulting the Director of the Division.

RECOMMENDATION: The Director of the Division should be included in any decisions that influence prison education programs or policy. The Director should be able to suggest alternative policies whenever proposed Departmental initiatives would adversely affect the functioning of the education program.

10. LOCAL EDUCATIONAL LEADERSHIP: Each local correctional education program has a designated educator responsible for the instructional program and the coordination and supervision of educational staff.

FINDINGS: 1) The principals do not have clearly-defined roles.

2) All principals do not work 52 weeks a year.

3) Some principals collect unemployment benefits during the summer.

4) There is continued instability in educational leadership at MCI Framingham.

Role of the Principal

The school principal in a prison plays an essential role in the smooth functioning of correctional education programs. The principal is the primary link between the prison and the Director of the Division of Inmate Training and Education at the Department of Correction.

In spite of the present limitations placed on the school principal, the educational program in a large prison suffers without someone being in that role full time. Most correctional education programs administered in Department of Correction facilities are supervised by full-time principals. MCI Norfolk, however, with an inmate population of more than 1,000, and MCI Framingham, the primary prison for females, were without principals for over a year.

Structural Problems

Although an effective school principal is important to the program, there are structural problems that limit a principal's authority to make or participate in key decisions within the prison, and that tend to isolate the principal from the other managers.

The organizational structure limits the influence of a principal within the prison administrative hierarchy. Principals report to the Director of Treatment within a prison, who in turn is supervised by the Deputy Superintendent for Programs. The Deputy Superintendent reports to the Prison Superintendent. This organizational structure creates communication difficulties within the prison. The principal works directly with the Director of the Division of Inmate Training and Education at the Department of Correction, while the Prison Superintendent is also communicating directly with the Department of Correction. The intervening bureaucratic layers between the superintendent and the principal create inefficiencies in program implementation.

Moreover, although principals have significant supervisory responsibilities, they are members of the same bargaining unit as the teachers (Service Employees and Industrial Union, Local 509). At one institution, MCI Cedar Junction, the principal represents the staff when a union grievance is being processed.

Principals are also paid more than many other prison employees, and work only forty weeks out of the year. During the summer, they are eligible to receive unemployment benefits. Some principals are offered "03" consultant contracts to work during the summer instead of earning unemployment benefits. Some principals accept the extra work assignments, but others choose to collect unemployment.

According to prison employees, the higher salary scale creates tensions within the system, and, at some prisons, makes the principals objects of resentment. The shorter work year also strains the principals' relations with other institutional managers who must work a full year, and limits the principals' abilities to exert influence within the system.

These structural problems lead to problems in the smooth integration of the educational program into the operation of the institutions. For the most part, school principals are not routinely involved in either ongoing classification of inmates or in transfer decisions. They must, usually after the fact, request "education holds" (delays in transfer) for inmates who are abruptly scheduled for transfer at critical points in their schooling.

For example, during one of our prison site visits, a principal received a call that an inmate scheduled to take the General Educational Development (GED) exam was going to be transferred immediately. The Director of Treatment at the institution had to request an immediate "education hold" from the prison administration. The hold was granted, but because principals are not consulted before the transfer decision is made and do not have the direct authority to delay a transfer, what could have been a relatively routine circumstance turned into a crisis.

MCI Norfolk

The education and training program at MCI Norfolk was without a principal for one and a half years. The institution has hired a new principal who started on July 1, 1990. The program had been maintained in the interim by veteran teachers who served as acting principals and stabilized the school during the absence of a principal.

MCI Framingham

The correctional education program at MCI Framingham has suffered substantially from the lack of stable leadership from a full-time principal. There has been significant turnover in this position at this facility in recent years. It has been vacant for months at a time, and was being filled by the Deputy Director of Education for Academic Programs within the Division. On July 1, 1990, the Deputy Director left her position of Deputy Director and assumed the role of full-time principal at MCI Framingham. Due to recent budget cuts and a reduction in force, however, this principal is being replaced by a principal with more seniority in the system.

The educational program at MCI Framingham has been especially vulnerable without stable leadership because of the peculiar challenges of implementing an educational program in this particular prison environment. The institution houses women awaiting trial, many of whom are in residence for months at a time. It accommodates female inmates with serious mental health problems who, if they were males, would be placed in a prison separate from the rest of the male inmates. Furthermore, women typically serve shorter sentences than do their male counterparts, complicating the system's ability to attract them to education and job training programs.

RECOMMENDATIONS: 1) A new organizational structure should be designed which enhances the effectiveness of principals.

2) The Department should take appropriate action to ensure that all principals work 52 weeks out of the year like other prison employees.

3) The Department of Correction should appeal the decision of the Massachusetts Department of Employment and Training that allows principals to be eligible for unemployment benefits during the summer and, if necessary, pursue a legislative remedy.

4) The Department must stabilize educational leadership at MCI Framingham.

11. PERSONNEL POLICIES: Written policy and procedure provide for the selection, retention, evaluation, professional growth, and promotion of educational personnel on the basis of specified qualifications and state and federal law.

FINDING: The staff of the Division of Inmate Training and Education lacks minority employees.

The Department has in place procedures complying with legal requirements for the employment and the professional accreditation of the educational staff. Professional staff are required to complete forty hours of in-service training annually, and are given the opportunity to attend state-sponsored management training courses.

The Department of Correction personnel policies govern hiring and firing practices, and most Division personnel are members of recognized bargaining units which provide further employment security to such staff.

Nevertheless, of the 85 full-time employees on the roster of the Division of Inmate Training and Education, only eight are minorities. This lack of minority representation on the staff is particularly troublesome given that minorities are over-represented in the inmate population. On January 1, 1990, the Department of Correction had 7,484 inmates -- 53 percent of whom were White, and 47 percent of whom were minorities.[15]

American-born minorities are significantly under-represented in vocational programs, in spite of attempts to attract them to these programs. One explanation offered by education and treatment personnel is that the prisoners have no role models in this programs. The Director of Inmate Training and Education believes this to be an accurate assessment of the situation, and is trying to recruit Black teachers for both the vocational and the academic programs. So far, this effort has been without much success.

Furthermore, while the state's correctional institutions are widely dispersed throughout the state, the minority population tends to be concentrated in several urban centers, far from many of the Department's prisons. This presents formidable recruitment difficulties for the education and training program.

RECOMMENDATION: The Department should actively support the Division's effort to recruit and hire minorities for the education programs. The Division should also consider recruiting qualified personnel for part-time work and consider expanding and making more flexible the scheduling of the instructional calendar.

12. PRE-SERVICE TRAINING: New correctional education staff are provided preservice orientation and training in the procedures and principles of providing educational services in a correctional setting.

FINDINGS: 1) The Department of Correction does not provide orientation to all new employees about services provided by the Division of Inmate Training and Education.

2) The Department of Correction does not provide correctional education staff with orientation and training in the procedures and principles of providing educational services in a correctional setting.

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[15]Department of Correction Research Division, "Statistical Description of the DOC Inmate Population," March 1990.

All new employees of the Department of Correction receive pre-service training at the Department of Correction training academy in Medfield, Massachusetts. This training is mandatory, and orients new employees to all aspects of working in a prison environment, such as issues of security and what to do during an emergency.

Each employee of the Department of Correction is a valuable resource for outreach to potential students. In order for employees to play this role, it is essential that they be fully informed about the program and committed to its mission. Employees are more likely to be successful in this role if the Department includes a full orientation to the education and training program in the new employee pre-service training curriculum.

Orientation to the prison education programs and to the resources offered by the Division is not part of this training. Furthermore, the Department does not provide specific training on how to teach in a correctional environment.

RECOMMENDATIONS: 1) The Department of Correction should include an orientation to the programs provided by the Division of Inmate Training and Education in the training curriculum at the Medfield correctional training academy.

2) The Department should provide specific training to Division personnel on providing education services in a correctional environment.

13. STUDENT/TEACHER RATIO: A student/teacher ratio is established which meets the demands of the programs taught at local, state, and federal laws and regulations [*sic*].

FINDING: The Division of Inmate Training and Education has not established student/teacher ratios at any of its institutional sites.

Student/teacher ratios have both an educational and staffing function. They provide guidelines to ensure that students receive sufficient attention from teachers, and they assist the administration in developing appropriate and efficient staffing levels.

The 1989 Annual Report of the Division of Inmate Training and Education indicates that the academic education program provided 189,190 hours of education in 1988 and the vocational program provided 274,019 hours of education. According to Division statistics, an inmate attending school 15 hours a week in a prison setting would be considered a full-time student. The academic program therefore reached the equivalent of 252 full-time students, and the vocational program reached another 365 inmates during the year. The Division could use these figures to develop estimates of current student/teacher ratios for both the academic and vocational programs.

Before developing target ratios, however, the Division must take into account the impact of differences in physical facilities, equipment needs, teacher experience and student competence. In addition, a major consideration is whether the program is mandatory or voluntary. Because education in Massachusetts' prisons is voluntary, it is difficult to maintain continuity in the classroom since inmates tend to drop out for a variety of reasons.

Other states have approached limiting teacher burden and class size in a variety of ways. The Commonwealth of Virginia, for example, explicitly limits teacher

workload. Virginia employs eighty teachers and has in place a supplemental tutoring service made up of inmates and outside volunteers. At a minimum, inmates must participate 1.5 hours a day, five days per week. On the average, there are eight to twelve students per class, and teachers are limited to thirty-six students daily.[16]

Illinois directly limits class size. Illinois provides basic literacy programs in all nineteen of its adult correctional centers. The program requires that all inmates incarcerated after January 1987 and serving a sentence of two or more years take the Test of Academic Basic Education (TABE), and anyone scoring below the sixth-grade level must attend class for ninety days. Classes cannot exceed fifteen students.[17]

RECOMMENDATIONS: The Division should establish student/teacher ratios for all courses delivered in the prison educational system.

14. COMPARABLE PAY: Education staff in corrections are compensated at rates at least commensurate with those of public school employees with comparable qualifications, experience, and assignments employed in adjacent local education agencies.

FINDINGS: 1) Some teachers work only 40 weeks out of the year, and are eligible to collect unemployment benefits during the summer.

2) Some teachers receive "03" consultant contracts to work six additional weeks during the summer instead of earning unemployment benefits.

Academic program teachers in the correctional education program reached comparable pay status several years ago as a result of the settlement of a lawsuit initiated by their bargaining unit. Those who work as Educational Specialists, the job title held by some vocational instructors, receive pay comparable to that received by public school vocational teachers. Educational Specialists, unlike the academic teachers, work 52 weeks a year.

Most teachers interviewed during the course of this review indicated that receiving comparable pay was a major reason for their entering or remaining in correctional education.

However, in Massachusetts, most correctional teachers are different from public school teachers in that they work 40 weeks out of the year and are eligible to collect unemployment benefits during the summer. Some teachers choose to accept "03" consultant contracts during the summer to make extra money instead of receiving unemployment benefits. Department records indicate that in the summer of 1988 seventeen Division personnel were offered full-time summer contracts but opted to collect unemployment benefits totalling $47,000.

The Department of Correction, in an effort to have its teachers and principals treated like other teachers and principals, has attempted to eliminate their eligibility for unemployment benefits during the summer. The Massachusetts

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[16]The Council of State Governments, Innovations, October 1988, p. 4.

[17]The Council of State Governments, Innovations, October 1988, pp. 5-6.

Department of Employment and Training (DET), however, has ruled that because a prison is not considered a "qualified educational service agency," teachers are eligible for unemployment benefits during the summer.

RECOMMENDATIONS: 1) The Department should take appropriate action to ensure that all teachers work 52 weeks out of the year.

2) The Department of Correction should appeal the decision of the Department of Employment and Training that allows teachers to be eligible for unemployment benefits during the summer and, if necessary, pursue a legislative remedy.

15. BUSINESS AND INDUSTRY INVOLVEMENT: **There is a system for involving vocational instructors with business and industry to keep them up-to-date in business and industry activities and technology.**

FINDING: There is no formal system to involve vocational instructors with business and industry.

Prison education administrators recognize the importance of developing and maintaining contact with business and industry leaders. However, there is no formal system in place to accomplish this. A number of vocational instructors have been able to develop contacts with businesses on an informal basis and through their "special interest groups." "Special interest groups" are made up of academic and vocational teachers and administrators in the Division who meet on a regular basis to discuss issues that affect their group.

Business and industry connections are a valuable resource for the program. The teachers can benefit from improved technical knowledge, and the program can often receive used equipment. In the past for example, the Belmont Springs Water Company has donated used water coolers and the Lennox Company has donated used air conditioners. Furthermore, business and industry connections often lead to employment opportunities for released inmates.

The Division of Inmate Training and Education is now meeting on a regular basis with representatives of the Comprehensive Offender Employment Resource System (COERS) to plan how the Division can take advantage of relationships this program already has with the business community. The COERS program helps inmates find employment after release from prison.

RECOMMENDATION: The Division should develop a formal plan to pursue relationships with business and industry.

STUDENTS STANDARDS

16. STUDENT ORIENTATION: **Each school has an on-going orientation program to inform prospective students of available educational programs, their nature, requirements, and established admission criteria.**

FINDING: None.

Department of Correction policy states that all inmates shall receive academic, vocational testing, and counseling at a Department of Correction reception/diagnostic center. This is part of the overall inmate orientation process.

Most male inmates are sent initially to MCI Concord for orientation and classification. From there they are usually transferred to another prison. The court classifies a small percentage of male inmates and sends them directly to MCI Cedar Junction for orientation and testing. All female inmates are sent directly to MCI Framingham where they receive their orientation.

All new inmates undergo four to seven days of orientation that includes educational assessment, testing, and counseling. They are also pre-tested for their ability to take part in group testing, a process that usually identifies the educationally disabled. Inmates with special educational needs then undergo additional assessment. During their orientation, inmates are advised of the vocational and educational opportunities available to them.

Each time an inmate is transferred to a new institution, Department policy requires that the inmate be informed and counseled about the educational and training opportunities available to him or her at the new institution.

RECOMMENDATION: None.

17. CLASSIFICATION: There is a process for providing educational input into both the system-wide and the institutional classification system.

FINDING: The Division does not have in place a systematic approach that addresses the changing academic and vocational needs of inmates after the orientation and initial testing process.

When an inmate enters the correctional system, the results of his or her educational assessment are placed in the inmate's education file folder. This file accompanies the inmate throughout incarceration, and guides the classification staff in deciding what types of services the inmate needs.

The Department had designed the classification system to provide encouragement to an inmate to meet the educational goals set in the educational assessment. However, because of overcrowding, there is now no formal mechanism mandating that inmates work towards meeting their educational goals, and the extent of educational counseling available to inmates varies from institution to institution.

The Classification and Program Agreement (CAPA) program, which technically is still in existence, was an attempt by the Department of Correction to enter into agreements with inmates who participated in various programs, including education programs. Essentially, the CAPA program provided that if an inmate participated in a program and was not a disciplinary problem, the inmate would be able to move into lower security facilities more quickly. Unfortunately, overcrowding in the lower security facilities has precluded the Department from carrying out its part of the agreement.

Presently, the education staff has little influence over the classification process and classification decisions, even when an inmate has serious education handicaps. The education program has had some success in obtaining permission for an inmate to complete a course before transfer to another site.

Prison overcrowding has also taxed the ability of the classification system to function according to its intended plan. As unprecedented numbers of inmates continue to enter the system, the classification of inmates becomes a process of moving an inmate as quickly as possible to a final destination. Consequently, minimal attention is paid to the educational needs of the inmate.

The leadership of the Division of Inmate Training and Education has not been consulted on how to adapt to overcrowding. Education and training programs could assist in accelerating the transition of many inmates through the system. If educational programs were made mandatory, or if the awarding of "good time" credits were increased, inmates could leave the system more quickly and with valuable skills.

RECOMMENDATION: The staff of the Division and the administrators of the classification system should hold periodic joint meetings and share policies, procedures, and program information in order to enhance the role of education in the classification process.

18. EDUCATIONAL INCENTIVES: There is a system of incentives backed by departmental directives, which ensures that functionally illiterate, non-English speaking, and learning handicapped offenders have access to appropriate education programs and are encouraged to enroll and remain in such programs until they have reached a level of functional competency or the maximum level they can achieve.

FINDINGS: 1) There are only limited incentives for prisoners at all educational levels to attend academic education programs.

2) Academic achievement is not considered part of the parole process.

3) Because education is not mandatory, programs are under-utilized by the inmates.

Incentives are important because inmates typically lack independent motivation to attend classes and they might be particularly effective in increasing program utilization. Poorly-educated inmates in particular often come to prison with a long history of failures in an educational environment and need concrete incentives to encourage their participation. Attendance records show that many inmates have only minimal contact with the prison school, staying for only one or two classes.

There are a variety of incentives a correctional system can use to encourage participation in educational programs: awarding increased "good time," providing direct payment for participation, providing access to preferred jobs, allowing extra visits, increasing furloughs, or other special privileges. A correctional system can also encourage participation in educational programs by making participation mandatory.

Good Time

The only major incentive used by the Massachusetts Department of Correction to encourage participation in education programs is the granting of "good time" credits.[18] In June 1989, a Department directive removed a requirement that an inmate would receive "good time" credits depending on how often that inmate

[18]M.G.L. c.127, §129D.

attended class. All inmates who participate "satisfactorily" now receive 2.5 days of "good time."

Furthermore, as overcrowding has brought about shortened lengths of sentences, prison educators report that many inmates have concluded that the need to earn their way out of prison with "good time" is unnecessary. The only way to maintain the impact of "good time" credits as an educational incentive is to award substantial amounts. However, the credits should only be awarded to inmates who demonstrate measured progress toward an educational goal.

Other states have also granted "good time" credits to reduce overcrowding and increase the literacy level of inmates. The state of Maryland, for example, has a nationally recognized literacy program that credits inmates ten days per month for participation in education programs. Maryland prisoners receive no more than five days per month good time credit for other institutional assignments.[19] The program is mandatory for ninety days for any inmate who tests at a functional level less than the eighth grade and has at least 18 months left on the sentence. After the ninety day period, statistics have shown that 85 percent of the inmates opt to stay in the program.

Direct Payment

While the Massachusetts Department of Correction does not use a direct payment incentive for participation in the academic program, it does use payment incentives to encourage enrollment in some vocational programs and to encourage work in prison industries. There were more student hours of training during 1988 at the vocational programs than were provided by the academic programs which have a larger staff. This occurred even though both programs shared the same outreach efforts, and despite the fact that a very significant percentage of the prison population was ineligible for entry to the vocational program because of academic deficiencies. Although the longer length of a vocational program could be one reason for increases in vocational student hours, interviews with teachers and inmates suggest that the pay incentive makes a significant difference in attendance.

Many prison educators view direct payment to inmates as the most effective strategy for attracting students to a prison education program. Virginia, for example, has a "no read, no release" program that pays inmates 40 cents per day for participation in a literacy program, and 50 cents per day if an inmate demonstrates good performance. Illinois uses an "educational assignment pay level" to increase the payment inmates receive for their work assignments if they do well in class overall. Maryland provides a daily pay rate for participation in educational programs equal to the base pay for other institutional jobs. In Ohio, inmate students receive $18 dollars monthly.[20]

Parole

Chapter 127 Section 136 of the Massachusetts General Laws does not require that the parole board consider an inmate's prison academic achievement when determining whether an inmate will be paroled. In fact, one official we interviewed said that in the last twelve years he has not seen any parole case affected one way or the other by participation in education.

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[19]The Council of State Governments, Innovations, October 1988, p. 6.

[20]The Council of State Governments, Innovations, October, 1988, p. 6.

Making Education Mandatory

There is a national trend toward making prison education mandatory. The Federal Bureau of Prisons reaches inmates with high or special needs by making certain types of education mandatory, similar to a work assignment. Inmates incarcerated in federal prisons are required to participate in education programs if they are not reading at the eighth grade level. The Bureau of Prisons is beginning an effort to increase an inmate's reading level to the twelfth grade. Prisoners who refuse to take reading classes when they test below the twelfth grade level will lose benefits inside the institutions or face discipline.[21]

Some prison administrators believe that the challenges of instilling a "work ethic" in prisoners apply equally to academic work. Eighteen states, from all regions of the country, require mandatory participation in education programs if the inmate tests below a specific level. After ninety days, program participation usually becomes voluntary. If an inmate refuses to participate in a mandatory education program, punitive measures were implemented as a consequence. Typical consequences were disciplinary action, loss of "good time" incentives, no parole letters, lost job assignments, and other general restrictions.

RECOMMENDATIONS: 1) The Department should review the effectiveness of the incentives presently used to stimulate participation in education programs. The Department should also study, and when appropriate take the necessary legislative and departmental steps, to implement incentives such as increased "good time," more visitation rights, time off toward parole, better job assignments, and furloughs for literacy attainment.

2) The parole board should consider an inmate's prison academic achievement as part of the parole process. If necessary, Chapter 127 Section 136 the Massachusetts General Laws should be amended accordingly.

3) The Department should run a "mandatory education" pilot program at one of the prisons. Participation would be mandatory for all inmates considered functionally illiterate based on testing performed by the Department of Correction.

19. SCREENING, ASSESSMENT, EVALUATION: **There is a system for initial screening, assessment, and evaluation to determine the educational needs of each person at intake.**

FINDINGS: 1) Division testing staff have only a limited ability to test, evaluate and screen non-English speaking inmates.

2) The conditions for testing new inmates at MCI Concord are unsatisfactory.

The Division of Inmate Training and Education has a systematic procedure for screening, assessing and evaluating the educational needs of inmates at the intake portion of the classification process. Staff administering the required battery of tests are qualified to interpret tests and make appropriate recommendations.

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[21]"US inmates will be required to read at 12-grade level or face sanctions," Boston Globe, October 18, 1990, p. 8, cols. 1-3.

The Division is limited however, in its ability to test, assess, and screen non-English speaking students. There is only a limited number of bilingual treatment or educational staff.

MCI Concord

MCI Concord is the classification center for most male inmates. Some inmates are sent directly to MCI Cedar Junction where they are tested and assessed. Because of the number of men being sentenced to prison in Massachusetts, MCI Concord is overwhelmed with new inmates. Overcrowded conditions are likely to seriously affect the quality of the educational testing results. Sometimes new inmates, for example, come to the testing procedures after having slept all night on the floor. The groups being tested are getting larger and harder to handle, and individual help for an inmate is limited.

The Department plans that within five months MCI Concord will be functioning primarily as a classification and testing facility. The new "J" building at that institution will be a new testing center for male prisoners. However, the eight testing and assessment positions have not been approved because of fiscal constraints. The Director of the Division is planning to use teachers from throughout the Division to be part of an inmate assessment team to test and assess MCI Concord inmates.

The prison school at MCI Concord serves both as the prisoner testing center and also as a school for short and long term inmates. These multiple roles stretch the financial and physical resources of the institution.

MCI Framingham

Since February of 1990, female inmates have been tested and assessed at MCI Framingham by a full-time diagnostician/counselor. Prior to the hiring of this certified evaluator, testing was performed by the school principals on an as-needed basis.

The new diagnostician/counselor performs the multi-level Test of Academic Basic Education (TABE) and has recently acquired certification to administer the General Aptitude Test Battery (GATB). The GATB test focuses on an individual's occupational needs and interests.

RECOMMENDATION: 1) The Division should hire more bilingual staff to ensure that the screening, assessment and evaluation reach the growing number of non-English speaking inmates.

2) The teachers that will be rotated to MCI Concord to perform testing and assessment should be trained in proper testing and assessment techniques.

20. WOMEN'S EQUITY: Institutions housing females provide educational programs, services, and access to community programs and resources equitable with those provided for males within the system.

FINDINGS: 1) The prison school at MCI Framingham has exhibited serious problems with safety and security.

2) The vocational programs available to female inmates are not equal to the vocational programs available to male inmates.

MCI Framingham is the primary prison in Massachusetts serving the female inmate population. This multi-security level facility has a rated capacity of 136, but inmate daily counts frequently exceed 550. Of that number, about 120 are women who are awaiting trial.

MCI Framingham houses women with civil convictions committed because of chronic alcohol abuse, and must make provisions to take care of the significant number of female inmates who are mentally ill. In these important respects, the challenges facing the administrators and staff at this facility are quite unlike challenges found at the Department's institutions serving the male prisoners.

For the 120 women held in the "Awaiting Trial Unit," where an inmate's stay ranges from overnight to more than one year, there are no educational resources available. While some of these women live at MCI Framingham for very short periods of time, a number remain for weeks and months.

Sentence Structure

Participation in the education programs at MCI Framingham suffers from the short length of the typical female prisoner's sentence. The average woman's sentence is six months, compared to the corrections system average of just over two years.[22] Since the average length for a course of study usually exceeds five months, it is particularly difficult for women to complete or go on to the advanced part of an educational program. There are certain exceptions, however; an inmate can obtain a high school equivalency in twelve weeks.

Educational Direction

The direction of education and training at MCI Framingham is away from the traditional classroom model to a learning center approach, a partial strategy to deal with the women's shorter sentences. This approach allows a student to begin at the level her abilities permit. As a first step in this evolution, the English as a Second Language (ESL) program has been divided into three levels based on literacy.

The focus of the MCI Framingham educational program for both academic and vocational education is to provide skills specific to jobs currently in demand. The MCI Framingham diagnostician/counselor has been trained to administer vocational test instruments. The women's program is now eligible for grants from other state agencies (such as the Department of Public Welfare, the Department of Education, and the Department of Employment and Training) to provide for vocational training.

Curriculum Equity

The Division of Education and Training offers the full complement of academic programs. However, unlike at the facilities for men, only a limited number of vocational programs are offered to the female inmates. As of November 1990, at MCI Framingham the only active vocational program offered to women inmates is Business Education. A federal grant received by the Department will be used to

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[22]Lisa Lorant, "A Statistical Description of Releases From Massachusetts Correctional Institutions During 1987," March 1989.

implement a desktop publishing course at MCI Framingham during fiscal year 1991.

Facilities

Compared to facilities available for educational programs in the men's prisons, the facilities for the educational program for women inmates at MCI Framingham are deficient. These deficiencies raise concerns about equity in the system for women and men as well as general safety considerations for the women in the facility.

First, the section of the prison with the school principal's office and the academic classrooms has only one door for exit and entry. To address this potentially hazardous situation, the prison administration has provided several rope ladders for use during an emergency. This "solution" to a serious fire safety hazard is inadequate. Moreover, in December 1989, the temperature in the school was in the mid-50 degree range and staff observed a student taking the General Equivalency Diploma (GED) test wearing a winter coat. The Division has since provided portable electric heaters for use in those rooms.

Second, corrections officers are not routinely assigned to patrol the school premises. This places the burden for security upon the acting principal and the school faculty, detracting from their educational responsibilities. The routine presence of corrections officers in and around the school would increase security and allow the educational staff to focus on education.

Progress at MCI Framingham

It is important to note that MCI Framingham continues to suffer from being without a school principal for appreciable periods of time. Since November 1989, the Deputy Director for Academic Programs had been the acting principal for the school, and on July 1, 1990 she assumed the position of full-time principal. This principal brought on a full-time diagnostician/counselor, an English as a Second Language (ESL) teacher, and three part-time teachers -- one qualified as a special education teacher, one to teach adult basic education, and one Chapter 1 teacher. However, due to recent budget cuts and her lack of seniority, this principal is being replaced at MCI Framingham. This action will continue a legacy of program instability at the MCI Framingham.

Enrollment

With the enhanced orientation, counseling, testing and assessment capabilities, enrollment in the education program at MCI Framingham has increased substantially. According to enrollment records, for the entire twelve months of 1989, 438 women were enrolled in education programs. In just the first two months of 1990, 218 women have already enrolled in the program. If enrollment continues at the present rate, over 1,300 inmates will take advantage of education programming at MCI Framingham during 1990, a three-fold increase from 1989.

MCI Lancaster

Another prison housing female inmates is MCI Lancaster. As of November 6, 1990, 99 female inmates were incarcerated in this minimum security, pre-release center. No vocational programs are offered to female inmates at MCI Lancaster.

RECOMMENDATIONS: ***1) The Department of Correction should increase fire safety precautions at the Framingham prison school, seeking guidance from the Department of Public Safety if necessary. Routine patrol of school premises by correctional officers***

should be instituted after consultation with school personnel.

2) More vocational programs should be available to the female inmates.

21. INDIVIDUAL PROGRAM PLAN: **An individual program is developed for each student.**

FINDING: None.

Division education assessment staff develop an individual program plan for inmates. However, the implementation of these plans is limited by the constraints of overcrowding, deficiencies in the academic and vocational testing procedures, and the inability of the Department of Correction to require participation in academic and vocational programming.

RECOMMENDATION: None.

22. STUDENT EVALUATION: **There is a program for regular evaluation of student progress to document/certify the attainment of grades, credits, competencies, certificates, and/or diplomas.**

FINDING: The Division does not conduct a formal post-incarceration evaluation of an inmate to determine whether that inmate's education plan was successful.

The Division does not conduct an education exit evaluation prior to completion of the inmate's sentence. Although the vocational and academic program teachers regularly evaluate a student's progress, there is no systematic review of the student's educational files. Consequently, no one knows whether an inmate followed his or her educational plan, or whether he or she even attended any of the recommended courses.

Pre-release testing of the inmates is necessary not only to measure inmate educational progress, but also to provide a baseline for any attempts to evaluate the value of prison education as it relates to job acquisition or the reduction of recidivism.

RECOMMENDATION: The Division should develop and conduct an exit evaluation as part of the pre-release process.

23. LICENSING AND CREDENTIALING: **Each institution or system provides students the opportunity to enter and complete academic and vocational programs which lead to credentials, diplomas, or licenses meeting local, state, and federal requirements.**

FINDING: Many of the academic and vocational programs offered to inmates are neither accredited nor lead to certification or licensure.

As noted in the discussion of Standard 5 (above), students have the opportunity to participate in a number of programs that are licensed or that lead to the receipt of credentials.

RECOMMENDATION: The Division should continue its effort to obtain accreditation, certification or licensure for the academic and vocational programs.

PROGRAMS STANDARDS

24. COMPREHENSIVE EDUCATION PROGRAM: The system offers a comprehensive education program, available to all who are eligible, that includes general education, basic academic skills, GED preparation, special education, and vocational education, supplemented by other programs as dictated by the needs of the institutional population.

FINDINGS: 1) The Division offers a comprehensive education program, but the distribution of the system's vocational educational resources across institutions is unequal.

2) There are limited educational resources available for non-English speaking inmates.

The Division of Education and Training offers an extensive array of academic and vocational programs for male inmates. For female inmates, the Division offers a full range of academic programs but only a limited number of vocational programs at MCI Framingham.

The only vocational course offered at MCI Framingham is Business Education. This program is popular, and offers women prisoners the opportunity to learn skills such as typing and word processing which can be easily transferred to the private sector. A federal grant has been awarded to the Division to develop and implement a desktop publishing vocational course at MCI Framingham during fiscal year 1991.

The current distribution of vocational courses across the institutions reflects that the Department has not adapted to the need to accommodate the increasing mobility of inmates due to overcrowding. This problem affects the ability of the educational programs to serve the educational needs of inmates.

For example, although MCI Concord is classified as a medium security prison, it is primarily a classification center, and most inmates leave there after only a short stay. Prisoners are typically classified within two to three months of their entrance into the system, and then move on to a new facility. On average, MCI Concord houses 1,100 inmates, some of whom are "permanent" residents who hold jobs that help keep the prison operating. Nevertheless, MCI Concord offers a broad array of both vocational and academic programs to the inmate population, more appropriate to the time when the institution was a traditional medium security facility.

Overcrowding

One of the primary causes of unequal resource distribution is prison overcrowding. The influx of prisoners into the system makes it difficult for corrections administrators to plan what education resources should be used at which prisons. The effect of having unequal course distribution among prisons is that inmates do not have access to all educational opportunities and are sometimes unable to complete a course because of a transfer. To receive the full benefit of correctional education, the system should make every opportunity available to the prisoners to complete a course.

Non-English Speaking Prisoners

Another factor influencing the inability of the educational system to keep pace with the needs of the inmates is the growing percentage of non-English speaking inmates, most of whom are Hispanic. Some of these inmates are also illiterate in their native language. This language deficiency is illustrated by the 1989 language Test of Academic Basic Education (TABE) given to 2,277 inmates, including all Hispanics and others referred for special testing or English as a Second Language (ESL) testing. Forty-five percent of these inmates tested at the third grade level or below, and 67 percent tested at the fifth grade level or below.[23]

Although most of the non-English speaking inmates are Hispanic, the correctional system is also experiencing growth in the number of inmates from other non-English speaking countries such as Cambodia and Vietnam.

The Division is currently ill-equipped to educate this population. At present, non-English speaking inmates are able to learn through one-on-one relationships with individual teachers or with inmate tutors who speak their native language. The Division does offer English as a Second Language (ESL) programs to the non-English speaking inmate population, and then teaches the inmate other subjects in English.

Curriculum Integration

The academic programs are not integrated with the vocational programs. The goal of the Division Director is to integrate academic and vocational curricula and focus on workplace literacy. Of the prisons we visited, only at MCI Shirley are inmates allowed to work half a day and then go to school the other half as part of a work-study program.

RECOMMENDATIONS: 1) The Division should review the current distribution of vocational and academic programming at all prison schools.

2) The Division should explicitly address the growing need to provide education to inmates who are not fluent in the English language.

25. CURRICULUM: There are written statements of expected measurable, performance outcomes in each subject area.

FINDING: None.

The academic courses use curricula from commercial publishers such as Contemporary, Steck-Vaughn and Cambridge. These curricula are used for the pre-General Education Development (GED) courses, GED courses, and the Adult Basic Education programs. These curricula have well-defined and measurable performance objectives for each subject area that allow teachers to determine an inmate's level of competence.

The vocational courses offered by the Division also use a competency-based curriculum with measurable objectives. The program instructors developed these

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[23]From results of Division of Inmate Training and Education Test scores at MCI Concord.

curricula after review of curricula from local vocational schools and the Mid-Atlantic Vocational Curriculum Association.

The course curricula are geared toward the sixth to eighth grade learning level and use competency check lists to gauge course progress. Because the curricula vary little from institution to institution, the competency check lists can be transferred with the inmate. If, for example, an inmate only partially completes a welding course at MCI Cedar Junction prior to a transfer to another institution, the inmate can easily continue study at the new institution (presuming the course is offered) using the competency check list method.

RECOMMENDATION: None.

26. EQUIPMENT, FACILITIES: The educational program is supported with the space and equipment meeting state and federal standards and the objectives of the education program.

FINDINGS: 1) The older prisons lack handicapped access.

2) The prison school at MCI Framingham has exhibited serious problems with safety and security.

The Department has allocated an impressive amount of space and equipment for both the academic and vocational inmate education programs at the institutions we visited. All academic and vocational classrooms in the institutions housing male inmates were large enough to accommodate many students, and we observed no classroom overcrowding. However, as described in Standard 20 above, there are significant deficiencies in the facility at the women's prison at MCI Framingham.

The older prison schools have only limited handicapped access. Elevators and ramps for inmates in wheelchairs are not available. On the other hand, the schools in newer prison facilities, like the Bay State Correctional Center in Norfolk, are fully accessible to the physically disabled.

RECOMMENDATIONS: 1) The Department of Correction should develop a plan to provide educational services to handicapped inmates who cannot gain access to the prison schools.

2) The Department of Correction should increase fire safety precautions at the MCI Framingham prison school, seeking guidance from the Department of Public Safety if necessary.

27. INSTRUCTIONAL RESOURCE MATERIALS: Institutional education programs are supported by appropriate print and non-print instructional materials, media, and library services.

FINDING: There is insufficient instructional material available for non-English speaking inmates.

The prison libraries at the five institutions we visited were located near the prison schools, and were well-stocked with books and newspapers. The regular libraries and law libraries are regularly used by the inmates. During our on-site visits to

prisons, all libraries that were open at the time of the visit were crowded.

Prison libraries are not under the direct supervision of the Division of Inmate Training and Education. Separate standards for prison libraries are published by the American Library Association.

There are insufficient instructional materials available in languages other than English. During the on-site visits, we noted very little instructional material printed in other foreign languages, even though many prison inmates are non-English speaking.

RECOMMENDATION: The Division should make instructional materials available for inmates who do not speak or read English.

28. VOCATIONAL TRADE ADVISORY COMMITTEES: Vocational program trade and craft advisory committees are used to enhance vocational education programs.

FINDING: The Division makes limited use of vocational trade advisory committees.

Vocational trade advisory committees are valuable for helping vocational teachers and students remain current in their field. The principal sources of information for vocational teachers in the prisons are "special interest group" meetings organized among themselves. The Division allows attendance at these meetings as a form of in-service and continuing education.

The only formal vocational trade advisory committee that exists is an AutoTech Advisory Committee which is presently inactive. It was responsible for the procurement of car engines modified for training purposes now in use at the MCI Norfolk prison school.

RECOMMENDATION: The Division should actively support the development of additional vocational trade advisory committees.

29. SPECIAL EDUCATION: Special education programs are available to meet the needs of all handicapped students regardless of age.

FINDING: Participation in special education programs is low.

The Division provides special education programs for inmates in accordance with Public Law 94-142, The Education for All Handicapped Children Act passed by Congress in 1975. This law, which applies to correctional institutions as well as other educational institutions, mandates that handicapped people 21 years of age or under receive a free and appropriate education.

In Massachusetts prisons, special education is provided to any inmate referred to a special education teacher regardless of age. Referral to the program may take place any time during the inmate's imprisonment. Many inmates are identified for special education when they first undergo educational testing at MCI Concord or MCI Framingham during the process of classification. The special education program is in compliance with Massachusetts Department of Education guidelines for providing special education.

In Massachusetts state prisons, approximately 100 inmates received special education services pursuant to Public Law 94-142 during school year 1989. We determined after reviewing 1989 Test of Academic Basic Education (TABE) scores for reading as well as recent prison population and age data that approximately 150 inmates were eligible for special education services.

The Division of Inmate Training and Education employs six special education teachers. These teachers provide special education to the inmates covered under Public Law 94-142, and also provide literacy development services for inmates over 21 years of age. Because participation in education programs in Massachusetts prisons is not mandated, participation in special education programs, like other education programs, is low.

RECOMMENDATION: To increase participation in special education programs, the Division should continue to implement its formal plan to identify and serve the inmates who need special education.

30. EDUCATION FOR SEGREGATED POPULATIONS: Educational services are available to segregated populations.

FINDING: Educational services are not provided to segregated prisoners in all prisons.

In the Massachusetts prisons, it is common for a prisoner to be separated from the general prison population for disciplinary reasons, for medical reasons, or for protective custody. In one of the five prisons visited, educational services are not provided to segregated populations to the same extent that they are provided to other prisoners; specifically, MCI Framingham offers no educational programs for inmates in the maximum security unit or in the Awaiting Trial Unit.

Because of court-mandated education for inmates in segregation at MCI Concord,[24] the Division of Inmate Training and Education will be vulnerable to further court challenges unless it provides education to segregated inmate populations at all institutions.

RECOMMENDATION: The Division of Inmate Training and Education should provide education to segregated inmate populations at all institutions.

31. POSTSECONDARY PROGRAMS: Accredited postsecondary education programs are made available to eligible students.

FINDING: None.

The following colleges and universities offer courses to inmates in state prisons:

- Boston University
- Curry College
- Massasoit Community College
- Mount Wachusett Community College

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[24] Blaney v. Commissioner of Correction, 374 Mass. 337 (1978).

- University of Massachusetts at Amherst
- University of Massachusetts at Boston

Although the primary focus of prison education is on the low-level functionally illiterate learner, there are programs available to educate inmates beyond the high school or vocational school level. The Department has reported that the post-secondary enrollment was 1,107 students as of August 1990.

Working in cooperation with the Department of Correction, colleges and universities offer educational and degree programs at MCI Bridgewater, MCI Cedar Junction (Walpole), MCI Concord, MCI Framingham, MCI Gardner, MCI Lancaster, MCI Norfolk, MCI Northeast Correctional Center, MCI Old Colony, and MCI Shirley. Inmates at these prisons may earn an Associate of Arts degree.

Boston University, Curry College, and the University of Massachusetts provide programs leading to a Bachelor of Arts degree at MCI Cedar Junction, MCI Gardner, MCI Lancaster, MCI Norfolk, and MCI Shirley.

The principal funding for these post-secondary programs comes from federal Pell Grants or from the colleges and universities themselves. The Department of Correction provides classroom space and funding for textbooks.

RECOMMENDATION: None.

SECTION FOUR: GENERAL FINDINGS, RECOMMENDATIONS

This performance audit of the adult correctional education programs revealed four major issues that seriously affect the efficiency and effectiveness of the program. In addition to the specific recommendations we make in this performance audit to bring the Massachusetts program into compliance with the standards established by the Correctional Education Association, we make the following general recommendations about how the system should address these four larger issues.

General Findings and Recommendations:

FINDING 1: The Department of Correction is not adequately carrying out its obligation to educate prison inmates, especially those who are illiterate.

RECOMMENDATION 1A: Make literacy a system-wide goal. The Department of Correction should make the achievement of literacy a goal for every prisoner in the system, particularly since the Department reports indicate that 44 percent of prison inmates are functionally illiterate. Furthermore, prison administrators should be evaluated according to their success in improving literacy within their prisons.

RECOMMENDATION 1B: Implement a demonstration project for mandatory education. The Department should implement a demonstration project that makes participation in basic academic education programs mandatory for inmates who are functionally illiterate. This is consistent with a growing national trend. A bill pending in conference committee in the United States Congress (HR 5115) will require states within two years to do a pilot program of mandatory education in one prison, and then within five years make education mandatory in all prisons. If a state does not comply, it will not be eligible for federal prison education funds, if they become available.

RECOMMENDATION 1C: Implement participation incentives. The Department should implement an extensive performance-based incentive system to increase participation in educational programs and to help address system-wide overcrowding. Incentives could increase inmate participation in education programming. The Department should also consider offering direct payment to inmates for participation in education programs, as they do for some vocational programs. Moreover, the Department should consider basing incentives such as increased good time awards on satisfactory educational performance.

FINDING 2: The organizational relationship between the Department of Correction and the Division of Inmate Training and Education within the prisons limits the effectiveness of the education programs.

RECOMMENDATION 2A: Review the organizational relationship between education staff and other staff in the prisons. The Department of Correction should review the organizational relationship between the Division of Inmate Training and Education and other prison administration staff. Some prison administrators view prison education as an "outside function" not under their control. In fact, the Division of Inmate Training and Education controls certain aspects of the program and the prison administration controls other aspects. The present organizational structure consists of crossed lines of authority that limit the effectiveness of teachers and principals.

RECOMMENDATION 2B: Increase program utilization with aggressive outreach. The Department should institute an aggressive outreach strategy to increase utilization of all available educational resources, and to increase inmate participation in education programs. The entire staff of the Department, especially the school principals and classification staff, should be more aggressive in their attempts to recruit inmates. Resources such as teachers and physical facilities are under-utilized even though studies have shown that increased utilization of educational programs could reduce recidivism and be a means for reducing overcrowding, saving the Commonwealth more than an estimated $12 million annually.

FINDING 3: The educational program does not accommodate the educational needs of the prison's minority population, and minorities are under-represented in the staffing of the program.

RECOMMENDATION 3A: Develop a minority hiring and recruitment plan. The Division of Inmate Training and Education should develop a recruitment plan to encourage the hiring of minorities. At present, only eight of the eighty-five full-time

employees of the Division are Black, Hispanic, or Asian. Because minorities represent 47 percent of the inmate population, the Division should make a commitment to recruiting minority teachers and other employees as role models for the inmates.

RECOMMENDATION 3B: Expand education for non-English speaking inmates. The Division should expand the educational offerings available for inmates not fluent in the English language, and develop a long-range plan for the education of non-English speaking inmates. The 1989 Test of Adult Basic Education (TABE) language test administered to 2,277 inmates showed that 67 percent tested below the fifth grade level. This reflects the growing numbers of non-English speaking inmates entering the prison system.

FINDING 4: There are substantial inequities in the adult correctional education system: the principal institution for female prisoners does not have the same number of vocational resources as the institutions for male prisoners, and the vocational education resources available to male prisoners are inappropriately distributed among institutions.

RECOMMENDATION 4A: Bring vocational programs for women up to the level of vocational programs for men. The Division of Inmate Training and Education should bring the vocational programs for female inmates up to the level of vocational programs available for male inmates. Despite recent progress, there continues to be serious deficiencies in vocational education programming at MCI Framingham, particularly since Business Education is the only vocational program available to the female inmates.

RECOMMENDATION 4B: Re-distribute vocational resources. The Division should

distribute vocational education resources, including capital equipment, in a way that reflects the changing population of the prisons and reflects the changing uses of prison facilities. Because of overcrowding and increased inmate movement among prisons, the current distribution of vocational education resources is not appropriate.

APPENDIX

APPENDIX A

COURSE OFFERINGS

Academic courses

Academic Basic Education (ABE)
Computer Literacy
English as a Second Language (ESL)
General Equivalency Diploma (GED)
Individual Programs
Life Skills
Literacy Development
Pre-College
Pre-GED
Remedial Courses
Special Education
Special Mini-courses

Post-secondary/College courses

Boston University
Curry College
Massasoit Community College
Mount Wachusett Community College
University of Massachusetts at Amherst
University of Massachusetts at Boston

Vocational Courses

Automobile Body Repair
Automobile Mechanics
Barbering
Building Maintenance
Carpentry
Computer Technologies
Culinary Arts
Graphic Arts
Heating, Ventilation and Air Conditioning
Machine Shop
Plumbing and Pipefitting
Pre-Vocational
Small Engine Repair
Tractor Trailer
Welding

AUDITEE'S RESPONSE

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November 15, 1990

The Honorable Richard Kraus, Chairman
Senate Committee on Post Audit and Oversight
State House, Room 312
Boston, Massachusetts 02133

Dear Senator Kraus:

The Department finds that the performance audit was very concise, thorough and insightful in its recommendations regarding the Education Division. We concur that literacy, women's equity and non-English speaking inmates are three important issues which the Division will need to address in the 90's.

The following are specific responses to several recommendations for the Division:

Local Education Leadership It is the opinion of the Department that the principals should be managers and work a 52-week year. Revised and reassessed reporting structures for principals are needed and they should be part of the classification process.

Student/Teacher Effective immediately the Division will establish student/teacher ratios for all education courses delivered in the correctional system.

Comparable Pay Pay discrepancy between education specialists and academic teachers could be resolved if Education Specialists are made Institutional School Teachers.

Educational Incentives Plan incentives for all new inmates and returns within a three year period who will be classified at MCI Concord. They should be placed in a work place literacy program - which will integrate all jobs into incentive based education programs, e.g., offer more good time, work study, etc.

Screening, Assessment, Evaluation The Division will institute the BEST Test given by DPW for non-English speaking inmates in the Department of Correction. This will be implemented at MCI-Concord with the opening of J-Building Phase II.

Women's Equity The Division will establish relationships with women's occupational programs in the community to bolster existing education programs at MCI-Framingham.

Student Evaluation Since there is insufficient staff to conduct exit interviews at all pre-release facilities, the Division will institute a pilot program of sharing GAT-B Test results with counselors and work coordinators at MCI-Shirley in 1991.

Licensing and Credentials Students do have the opportunity to participate in five (5) state and federal certified occupational programs. It is planned that the culinary arts program will also be included as a certified program by 1992.

Instructional Resource Material Due to budgetary limitations, the Division will have teachers utilize institution libraries as a resource room to augment material they utilize for existing programs. In the future, additional materials which are culturally relevant will be acquired to assist inmates in their educational programs.

If you have any questions regarding the aforementioned plans, please do not hesitate to contact me.

Sincerely,

George A. Vose
Commissioner

GAV:jr

OTHER REPORTS IN THE 1989-1990 LEGISLATIVE YEAR BY THE SENATE POST AUDIT AND OVERSIGHT BUREAU

October 1990	ENDOWMENT DEVELOPMENT IN MASSACHUSETTS PUBLIC HIGHER EDUCATION (S. 1820)
August 1990	CASE STUDIES IN PUBLIC CONSTRUCTION: The Impact of Chapter 579 of the Acts of 1980 (S. 1776)
June 1990	ANALYSIS OF FISCAL YEAR 1989 DEPARTMENT OF MENTAL HEATH ALLOCATIONS (S. 1715)
April 1990	AN INVESTMENT ON RETURNS: Marketing Recyclable Materials in Massachusetts (S. 1585)
February 1990	THE DECEMBER 1989 HEATING OIL CRISIS (S. 1501)
February 1990	DRAWING ON PUBLIC AUTHORITIES' RESOURCES TO REDUCE A BUDGET GAP: Learning from New York (S. 1500)
December 1989	REPORT TO THE MASSACHUSETTS GENERAL COURT: Findings Relative to the Commonwealth's Deferred Compensation Plan (S. 2150)
December 1989	LOCAL GOVERNMENT FINANCE IN 1990: An Unfolding Crisis (S. 2130)
November 1989	ANALYSIS OF THE STATE'S FISCAL CRISIS (S. 2125)
October 1989	MASSACHUSETTS' FINANCIAL COMMITMENT TO PUBLIC EDUCATION: A Multi-State Comparative Study (S. 2080)
October 1989	DENYING ACCESS TO CARE: Discrimination Against Persons with HIV-Infection (S. 2040)